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CARNEGIE CORPORATION OF NEW YORK

MEMORANDUM

LIBRARIES IN THE UNION OF SOUTH AFRICA RHODESIA AND KENYA COLONY

BY
MILTON J. FERGUSON

NEW YORK
1929

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Based upon a report made by Mr. Ferguson to the Carnegie Corporation

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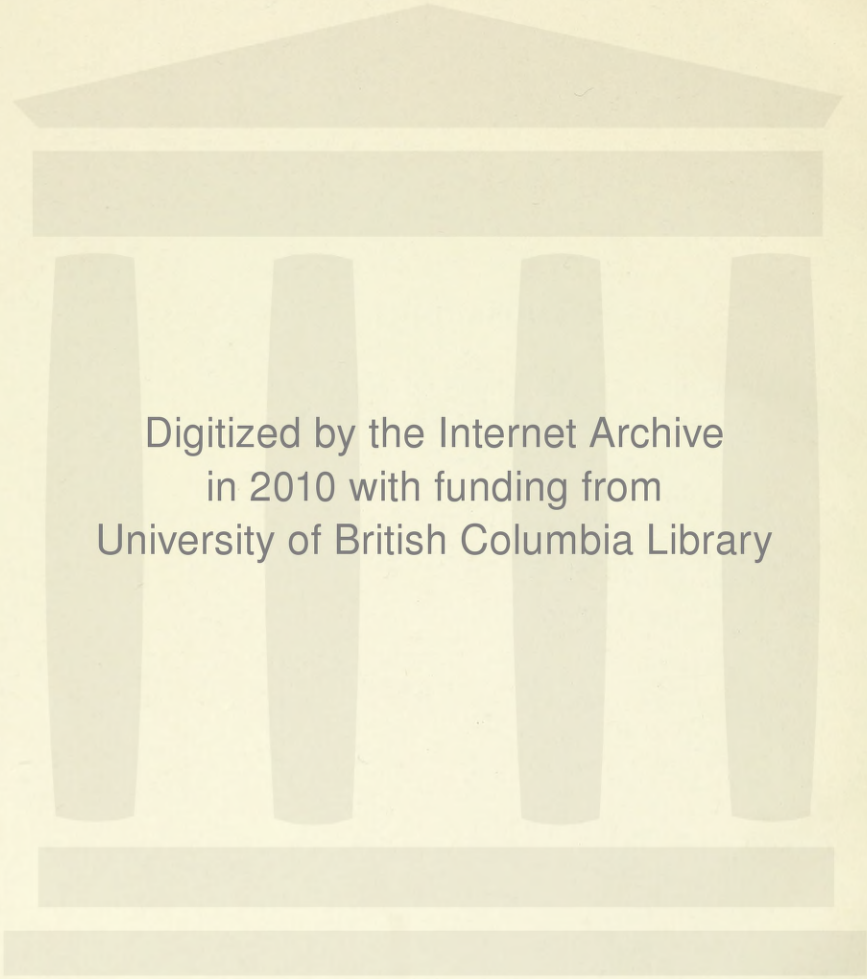

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INTRODUCTORY NOTE

The aim of this memorandum is to set forth as clearly and briefly as possible some of the facts and conditions concerning the libraries visited, their more obvious shortcomings, the attitude of the people concerned, and what may be done to remedy defects and to improve the service. It must be recorded, in the first place, that wherever we went from Cape Town to Nairobi we were received with fine hospitality, and interest in our mission was everywhere keen. Gratitude was unstintingly expressed toward the Carnegie Corporation of New York not alone or even primarily for the monetary assistance which may be received therefrom, but especially for the good which will result from the visit of professional librarians.

SOUTH AFRICA

South African Public Library

We landed at Cape Town on August 20, 1928, and immediately began the process of trying out such methods of attack on our problem as had been discussed on the voyage down. Naturally, one of the first places visited was the Public Library of South Africa. It is the oldest library of the kind in the country, is at the gateway to the continent, and from its name would appear to be of more than local importance. However, it is obvious that its effort toward national service is limited to occasional loans outside of Cape Town and to such contribution as it may make toward the information of parliamentary members in session and to other Union officials. In all essentials it is a local library which is not yet meeting all modern requirements of such an institution. It has a considerable number of books (about 200,000), occupies its own rambling and, from an administrative standpoint, rather inconvenient building. Like all other libraries of any size in South Africa it has specialized in Africana. On account of the several collections it has received *en masse* its book strength is not as high as its total accessions might indicate. It is greatly understaffed; its librarian is a man of scholarly attainments. The city of Cape Town is made up of a series of smaller towns going out on either side from the old and original port, and each of these units is still separate and distinct so far as library service is concerned. Cape Town offers a splendid opportunity for library reorganization, with the South African Public Library as the administrative and reference center of a system which, through its several branches at Sea Point, Rondebosch, Muizenberg, etc., would bring its services very close to the people. To one who looks at the picture from a disinterested professional elevation the thing which could so readily be done and the results which might in all fairness be expected, make this situation one of the most interesting in the library field. It would certainly be a pity if the city with a mountain at her back should be content to take the easy course and, like London, have many public libraries but no system. Both efficiency and economy would be served in adopting the suggested changes.

Library of Parliament

Directly across the street from S. A. P. L. is another national collection of books, not so numerous, in better, or rather lesser used, condition, having that always to be found gathering of Africana, and practically open to no one except members of Parliament. It is called the Library of Parliament. It is not a little to be wondered at that in a country so wide in area and so small in population the government could be induced to support two libraries, the librarians of which could carry on a conversation across the street separating their office windows. One justification, in addition to the work it is now doing for its all too limited clientele, may be found for the Library of Parliament. When the Union came there was apparently reason sufficient for transferring part of the governmental machinery to Pretoria, 1001 miles away. Is it reasonable to conceive that some day efficiency and convenience may prevail and a single capital be established at—where you please? Then, whether the selection be Cape Town, Pretoria, or some midway point, the Library of Parliament would become excellent basic material for the British Museum (library part) or the Library of Congress of the Union of South Africa. It may be said plainly and, of course, in the friendliest manner, that while South Africa has three libraries, including the two mentioned above and also the State Library at Pretoria, bearing a state label, it does not yet possess an institution which meets the minimum requirements.

I wonder if an outsider, parenthetically speaking, would be pardoned for expressing astonishment at the lavishness with which the Union and the provinces have provided themselves with the machinery of government and of education: two capitals in addition to the four for the provinces, three universities, five university colleges, several technical schools—and possibly more to come—all for a small population. The result is that none may be adequately nourished; and some are practically without the equipment, namely, libraries and librarians, with which to carry on their functions with reasonable expectations of success. But of this matter more anon.

Librarians

With the subject now entered upon by the usual method of getting into South Africa, through Cape Town, let us consider some of the elements which form the library as a social service machine. Nothing is more important in this work than the librarian, and herein the country as a whole is in sad plight. Distance from America and England, where workers are specially trained, has made it difficult and expensive to send young men and women for preparation in a profession which locally has offered so little in the way of professional standing and professional remuneration. At the same time, when librarians are needed, the easiest, possibly under the circumstances the only, thing to do is to select some local person, with the generally accepted qualifications of a love for books or the need for a job, to fill the post. As a consequence the executive positions are almost

invariably filled by persons who have received appointment on grounds other than their library experience, and the ranks are in like plight. To be sure, there are the usual and notable exceptions which so generally prove the rule. The small number of persons engaged in this service, their inadequate pay and, probably above all, their distribution over a country so vast, have stayed the organization of an association through whose operation some of the defects noted might have been cured. Several attempts have been made to bring the librarians together: they always fell short of success. So long as the librarians of South Africa remain in the condition in which we found them, just so long will the modern library find no solid ground on which to rest its foot.

One could easily venture the listing of the librarians of the country whose services entitle them to special mention and to the thanks of their constituents: from men like Mr. Lloyd, the dean of the group, whose scholarly attainments are now too frequently denied the library executive, on up country to Mr. Niven, the Livingstone of the profession, who in far-away Rhodesia is struggling to bring the rivulets of library service into another Zambesi, with its never to be forgotten spectacle of the Victoria Falls. But listing is a practice which sometimes leads one into unfortunate omissions. It is better to say that librarians are too few; and that they are further handicapped by distance from each other, by insufficient funds and staff, and especially by the lack of opportunity to serve all the people instead of the few screened out by the fine meshes of a £1 subscription sifter.

Committees

An element in the South African field which is of the greatest importance is the library committee. Its position in relation to the property in its charge is almost entirely different from that which prevails in America and perhaps in the British Isles. This body has greater power and responsibility in that the library is in a larger sense a private corporation of which the members hold undivided interests. A very small percentage of the population—certainly seldom more than five—is willing or able to pay the annual subscription fee, generally amounting to about one pound, which entitles the member to borrow books for home use. The committee is accordingly the agent of these participants. The general public about which libraries have been worrying for the past half century becomes a negligible quantity. It may, to be sure, enter the somewhat uninviting reading room secured to it by virtue of a grant made by the government; it may read on the premises, but it is not catered to—rather it is tolerated. Since it usually does not flock into the libraries, it is not of very great importance; and committees may devote themselves to problems more pressing to be solved, chief of which, judging from circulation figures, is how to secure enough late fiction to satisfy the subscribers. The committees in the smaller libraries, and perhaps more generally than is customary elsewhere in the larger ones, assume all of those executive functions which we have

been considering as the reasons why librarians are trained, employed and paid for. This much must be said in defence of current practices in Africa: where librarians are laymen, any layman may be a librarian. Therefore committeemen holding office during long periods are in as good position to know what is what as any one else. It is, however, not a system likely to raise up a body of professional librarians capable of giving the people the most skilled service.

Perhaps I can make my point clearer by noting the procedure during visits to several libraries. In the dozen larger places—to take round numbers—the librarian occupies a position not essentially different from that of the American librarian: he is the trained and experienced expert who has charge of the plant, and, under the legislative direction of his committee, is expected to furnish the energy and ideas necessary to operate it on a paying basis. This is not, however, the situation in a great majority of the libraries. For example, in one fair sized town where, as invariably, we were received with unimpeachable hospitality, tea was served in the midst of our deliberations—served by the librarian and her assistant who, their duties nicely performed, retired and were seen no more. In other places the librarian was not even introduced—not, be it insisted upon, through any intent of discourtesy on the part of the committee. There, librarianship is usually not held to be a profession; it is merely a custodianship. With the growth of the association born at Bloemfontein, with the founding of a library school on South African soil, and with the creation of a library system which actually serves the people, these minor defects will naturally be corrected. I put them forth here because of a conviction that the library as a popular service device is necessarily the shadow of the individual who has it in his constant, executive care rather than that of the board whose support is so reassuring and so necessary to him.

Buildings

The ambition of most African communities which begin to think books as a popular convenience is to secure a building first. One should not limit this feeling to Africa alone; it is more or less general. As a consequence of this conviction, South Africa has a surprisingly large number of library buildings. Unfortunately many of them are poorly planned, highly inconvenient, and utterly unattractive. The custom of having a public reading room separate from the more attractive quarters reserved for subscribers is a great handicap in the proper utilization of space, and is in every way extravagant. Since the country is far away from modern library equipment and furniture houses, fittings are made locally and seemingly with no knowledge of plans elsewhere found practical. Shelving too often starts two feet from the floor and runs to the ceiling, thus making ladders a necessity and at the same time marring the decorative effect given to a properly equipped room by the books on its shelves. Steel stacks imported from Germany present the novelty of shelves in five widths. Far more importance is attached to newspapers and newspaper rooms than the current news justifies. To be sure, the

papers are generally a part of the so-called public reading room, but in a day of cheap newspapers it seems a pity to devote so much space to this purpose when it might be used to greater advantage. In the field of library planning and, particularly, of remodeling, the need in South Africa could not be greater. With few exceptions the country is not seriously in need of new buildings.

Books

South Africa, you are told, is a land of sunshine, an outdoor country, a place where games and sports hold the attention and where reading is a recreation and nothing more. As a result of this condition, your informant goes on, fiction alone is in demand, and of fiction only the latest, the best sellers, the thrillers will go. Some committeemen on the book-selection group will tell you of their ambition to buy the more substantial and enduring works; but they point out the precarious position they occupy: love for the good, on the one hand, and on the other, subscribers who, if they do not get their stories, will complain, lose interest or even withhold the fee which makes the whole thing possible—probably go over to the commercial circulating library which lives by giving the people what they want, when they want it.

A glance at the 1927 statistics covering the 211 public libraries in the Union will show that the country is far from being a bookish desert. The total of approximately 1,600,000 books is more than one volume per person. The trouble arises not so much in the number of books, as in their selection and to a greater extent in their use. Shelves are crowded with volumes of fair enough current value, if not of enduring worth, which in the usual public library would be read until they might be discarded—be used up in the everyday grind of the machine—but which, in a system so highly selective in its readers, will still be in sound condition when the last of the subscribers has had his turn at them. Readers are so few that the shelves show little empty space when every one has his full quota at home. In other words, libraries established for any number of years are crying out for additions to buildings and especially to shelving, when under normal conditions as to reading population relief would come through the considerable book stock constantly in the hands of the people, and also in the larger percentage of the books which ought to be worn out and discarded. Record must be made of the fact that many of the smaller libraries are retaining books so worn as to be painful to the sight of an experienced librarian.

Nor can it be said that worthwhile publications are not purchased: if any charge can be made on this point against the committees it is, strange as it may seem, that too much money is invested in enduring and splendid literature. The explanation which must unfortunately be made of this statement is that too much is spent in relation to the use made of this material. The fault, naturally, arises from the fact that no library acknowledges kinship with any other library.

Each stands alone—the exceptions are so few that no qualifications of this pronouncement need be made. On our rounds we grew accustomed to look in one little library after another for certain important works: Fraser's Golden Bough, The Cambridge Natural History Series, etc.; and we were seldom disappointed in finding them, and, as was to be expected, all but unread. It is a sad waste of money for every library to have to buy every book its readers may sometimes require. This practice in the Union is tying up capital in unproductive stocks, and making it impossible for the people to have important special works which could have a direct bearing upon their success in opening up an undeveloped country. With an articulated system, a national center for special books, secondary centers and distributing stations, book funds would be conserved, a wider range of literature would be available, and books would be put into the hands of every reader.

Race Problems

The reluctance of the average South African to consider a wholly state-supported library system is to be explained more by the racial complications of the country than by any other consideration. Since the natives, comparatively so vast in number, the colored people—a local use of the adjective, indicating those of mixed race—and the East Indians pay taxes, it is feared that if the subscription method of support is not kept all these inferior races will be entitled to use of the books on the same terms as those of European origin. The South African is willing—perhaps has no other way out—for the native to cook his food, care for his children, keep his household in order, serve him in a personal way, carry his books to and from the library, but he would feel that an end of his régime were at hand if this same servant were permitted to open these books and to read therein. In a defensive sense these pioneers in an extensive land thickly populated by uncultured peoples are right. They cannot, for obvious reasons, at this stage in the development of these more primitive races, place themselves on the same footing with the natives. The library, since few black people are capable of making use of it, is a symbol of the white man's superiority rather than a greatly desired privilege ruthlessly withheld from a fact-hungry, scantily clad race. Nevertheless, so far as the native is able to use books, they ought to be made available to him; though no sane person would advocate the circulation of the same books to all. The black man is there, and there he will stay. He will probably increase in culture, slowly no doubt and to what degree nobody can as yet accurately predict. And all of this he will accomplish with or without white intervention and assistance. There can be little question that he has the sympathy of an active body of citizens who are working at all times for his better and more reasonable development along lines best suited to his racial limitations.

Books in the vernacular are not numerous, nor are they easily obtainable. Most of them have been produced by missions, and from a bibliographical point

of view are of poor quality. The missions unfortunately seem compelled to employ unbusinesslike financial methods. They are unable to supply enough of the books which would be used by the comparatively small number of natives who can and want to read. With the steady increase in the native schools this body of readers will grow. It would be well, therefore, if one press might be aided in its attempt to cope with this problem.

The Union is officially a bi-lingual country: English and the form of Dutch called Afrikaans. The former language is supported upon a great foundation of literary strength; the latter is not nearly so fortunate. Since, however, it is the problem of the well-managed library to furnish the book required, let it be written in what tongue you please, the difficulties of bi-lingualism from a library point of view at least may be dismissed without a moment's worry. In the end it is quite possible that the free circulation of books to everybody, those living in the country as well as those living in the towns and cities, will strengthen the use of the newer language. But that again is an outcome which little concerns those operating a good library system. Its function is to furnish the book needed when it is needed.

The East Indian is a far more difficult problem than the native. The latter belongs to the soil; he fits into the picture. The Indian, on the other hand, is an importation. He assuredly is not loved by white man or black. His standards of living are much lower than they should be for a race of ancient culture. He is as nearly able to live on his imagination as can any creature with a stomach. He is thrifty. Despite governmental encouragement and aid he will without doubt refuse to return to ancient India where he is hopelessly bound by the unbreakable chains of caste. He wants books; he has sometimes been able, as at Durban, to provide himself with books and a reading room. One glance about there is enough to prove his serious mindedness: philosophy, religion are the food of his brain. These books, however, do not circulate. So long as the Indian is to remain a part of the South African community he should be given some aid in the matter of books. And like the native, his needs should be supplied through a division of the national system.

Country People

When you inquire of the average library committeeman whether his institution is open to the country people he will give you a very emphatic answer in the affirmative, and will show you a list of the subscribers who live leagues and leagues away—often, of course, far away from any other library, but not infrequently within much easier reach of some book collection with which, for personal reasons, he has not seen fit to ally himself. But the farmer, the countryman, as a considerable part of the population, has no real opportunity to get books on the basis found practical and economical in a carefully worked out county system. His need is all the greater because of his isolation, but he is compelled to become a subscriber to a town library, getting his books by slow and unsatisfactory methods.

Some librarians think they are doing very well by the distant subscriber when they send him a certain number of books he has not read upon the return of those he has previously seen. Apparently a book is a book; and if it is new it is presumably fit circulating medium. In a land so extensive and so sparsely populated, with such a small number of cities, the attack on the problem should be from the viewpoint of the countryman rather than that of the city dweller.

College Libraries

South Africa as a nation is handicapped by what the casual observer must consider her unnecessarily large number of colleges and universities. Nor are they situated far enough apart to prevent a certain rivalry in the appeal for students. And when it comes to funds, it is inevitable that enough cannot be found to enable each school to realize its ambitions. As a result of this condition some of the less showy equipment of a teaching institution has been sacrificed to enable the authorities to erect buildings and to fit up shops and laboratories. For some reason the library, which has had no strong champion, has particularly suffered. The University of Cape Town is the only one which may be said to have more than the mere beginnings of a collection of books needed by a college. It is likewise about to erect a new library building at the new site on the slopes of the mountain below the famous tomb of Cecil Rhodes. As I did not have opportunity to examine the plans, I cannot be sure that the structure will contain the features reasonably to be expected in a university library. Stellenbosch is in worse plight but, with a librarian in training in America, is looking toward the future hopefully and perhaps ambitiously. The two colleges at Pretoria and Grahamstown have fewer books than one could reasonably expect to find in a good high school in America. The school in Wellington is in like poor state. Potchefstroom I did not visit, though the reports concerning its library leave one in no doubt that it is no exception to the rule. The quite ambitious University of the Witwatersrand at Johannesburg offers the unique example of an institution of higher learning without library and without librarian. To be sure it has plans for a building, with a dome in which to house the books yet to be acquired; but it is to be hoped that advice to the council to secure a librarian first may be heeded, in order that at least a few of the possible mistakes in such a structure may be avoided. Reading rooms everywhere are inadequate, equipment is poor and built without regard for the generally accepted standards which at home simplify these problems. Classification, cataloguing and those aids in the use of books which are today considered an essential part of a college library are either lacking or indifferently done. Every staff is almost hopelessly undermanned, and quite generally with no one who has had library training.

Some consideration ought to be given to technical colleges, which in their contact with the people are rather different from anything we have at home. They do not number such a large day student body, but do have a much greater

group of special students. For example, I was informed that the Cape Technical College has 400 regular students and 4000 special. Its library, housed in an expensively but not satisfactorily equipped room, is small and altogether inadequate. The books are kept under lock and key. One forward-looking feature of this institution is, however, that it has recently appointed a librarian who has had some training and experience. The Natal Technical College at Durban with ambitious buildings and about 3000 students has a very good literary collection of books—of a past period—a gift pleasantly housed; but its technical literature is limited to a few unbound files of periodicals crammed into a small and almost inaccessible room.

Library Schools

It goes without saying that South Africa has no library school. Such trained workers as there are in the field have been imported from the British Isles, and one man is or has been in training in America. An appreciation of the needs for persons who have made a study of the work must gradually be built up. In the discussion of this problem at Bloemfontein one librarian declared that he is quite capable of instructing in library subjects all the assistants who may be required for many years. There is grave doubt as to the accuracy of his opinion. The younger people do, without doubt, learn from doing; but the question should not be overlooked as to whether the methods learned are the best. Some of the more ambitious juniors take the correspondence courses offered by the British Library Association, which are of great value, but correspondence instruction at this stage of affairs can by no means meet the requirements. Students of library science need the personal contact with their teachers and with one another which is lost when resort must be had to mail order tutoring. South Africa should not be content with librarians trained in America and England, though she may well profit by a certain leaven therefrom; she should put her own stamp on her people. As early as may be, some library or college in South Africa ought to offer instruction in library methods, beginning perhaps with a summer course, and extending it as demand warrants.

Principal Weaknesses in South African Library Service

1. Organization on subscription basis, which (a) raises the cost to individuals served; (b) limits the books to a very small fraction of the population; (c) involves a complicated arrangement of library buildings and quarters in separating subscribers and non-subscribers; (d) piles up in the library a large percentage of the book stocks which ought to be used up while they are still of some value; (e) involves great and needless expense in the duplication throughout the country of special, technical, rare, and occasionally needed volumes of enduring worth; (f) means that the people, if they want anything more than just "books," must come to the library for it—

i. e., no branches or distributing points in villages and in the country; (g) forgets the needs of the child and of school children, since they do not usually have money with which to subscribe, and since their subscriptions when taken are usually at a reduced rate—no attempt to supplement work in the class-room.

2. No law under which libraries may be organized on a more or less uniform basis, and be assured of a reasonable income for support. The present government grants to secure for the non-subscribing public the privilege of use on the premises are made in some provinces and withheld in others. The amount, too, is not fixed in relationship to growth and need. It would appear, although in the aggregate it amounts to about £16,000 for the Union, to be a sort of sop intended to still those committees and others who desire better facilities.
3. Library personnel insufficiently trained. The British Library Association certificates, gained through correspondence, are good as far as they go, but they mean the absence of personal contact with teachers and other students, the value of which cannot be overestimated. It will take years to bring the country to the stage where a regular library school will be supported, but summer courses should be offered soon after any larger scheme begins to operate.
4. No library association. Through great distances separating libraries and through fewness of librarians a body of this kind has not been organized. Its influence would be of incalculable worth.
5. Union and provinces lack central libraries. Although the Union has two so-called state libraries—at Cape Town and at Pretoria—neither one is essentially more than local in its influence. Nor is the situation much improved by the existence of the rather fine Library of Parliament, whose present use, it is doubted, justifies its expense, nor by the Agricultural Library in the Union Buildings at Pretoria, which is too limited in its scope and in its material to serve the farmer to best advantage. The absence of a powerful national library has retarded not only the formation of a fine central collection of books, but has also withheld from the local communities that influence which makes for better and more efficient public library service and for trained personnel, and has kept South Africa unaware of the great growth of interest in the whole field of adult education. There has been no tie to bind and to strengthen the scattered elements which should form the system. As a result, too, of the lack of central example, the libraries of the country do very little in the way of interlibrary lending. Perhaps it would be impossible to set down in brief space all the handicaps suffered because there is no power at the capital to advise and to encourage.

The trips about the country made it possible to bring the message of the modern library to library committees, especially to school authorities, to governmental officials and, in short, to every other person and organization that could be induced to stop and listen. Let it again be repeated that the people are deeply interested; the stay in the country could have easily been extended many weeks in order to visit the communities which in the limited time could not be reached. While the possibilities of the newer library were being expounded, opportunity was always taken to point out why and wherein the African system failed. With the almost inevitable exception which has always proved the best of rules, the people concerned recognized the faults in their scheme—and often expressed astonishment that they had never seen them before.

This program leads up, of course, to the Conference at Bloemfontein which would prove whether the effort had been in vain. Some desire was expressed, on the part of some persons interested in the survey, to offer to pay the expenses of the delegates. This scheme I opposed on the ground that it is possible to pack the house for the poorest sort of show if passes enough are issued. If communities are sufficiently interested, they will find means to send their representatives. And I think the point was conclusively proven on November 15–17, 1928, when almost 100 persons, well representing the whole country, gathered, debated and deliberated in the drafting of a system for better libraries in South Africa. Nobody, apparently, had merely come for the ride.

The two overseas visiting librarians were called upon, soon after the conference convened and was organized, to explain what they had been doing in the country; what they had found, how it compared with conditions elsewhere; what developments have taken place in the library field in the British Isles and in America; and especially what they felt ought to be done to put South Africa abreast with other countries in this kind of public service. Many questions were asked and some debate took place. Never have I seen a more earnest body of persons, or one that stayed through the conference more faithfully.

The Chairman, Dr. R. B. Young, whose handling of the convention was excellent, announced the following committees as best suited to the work in hand: Library Facilities; Library Association; Special Services; Library Training; Library Legislation; Findings and Finance. In naming the committees he took pains to see that everyone was placed; and so far as possible permitted transfers by request from one committee to another. The reports of the several committees were presented to the conference and were often discussed at length and occasionally amended. The most heated debate arose, let it be said, over the question involving service to the natives. In the end, however, the "Findings and Recommendations" adopted seemed to express as nearly the unanimous sentiment of the assembly as it is possible to secure.

Findings and Recommendations

This Conference, having had under consideration the library requirements of South Africa and the existing facilities, is convinced of the great need for:

(a) Extension among the people of the practice of reading for study and recreation, and the recognition by the Union Government of library facilities as an extension of the educational services founded by the State.

(b) The encouragement of all school-going children and of those who have left school, in the habit of reading, and their guidance in the use of books.

(c) Adequate library provision for the non-European sections of the population.

(d) The formation of a co-ordinated service throughout the country so as to avoid uneconomical library organization (particularly in the purchase of books) and to put all books in the national system within reach of every citizen in the Union.

I. Library Services:

The Conference, after consultation with Messrs. S. A. Pitt and Milton J. Ferguson, representatives of the Carnegie Corporation of New York, who have completed a survey of the library facilities of South Africa, expresses itself in favour of a free library system to serve all sections of the country, to be organized in the following manner:

A. *General Library Organization:*

1. One of the existing libraries, in addition to functioning as a library serving its own immediate neighbourhood, to be equipped for service as a principal centre to supply the whole country with specialist and other of the more expensive types of books.

2. A number of existing libraries, say six in all, to be organized as secondary centres which, in addition to functioning as libraries serving their own immediate neighbourhoods, will supplement, within areas assigned to them, the service provided by subordinate centres (i. e., district libraries).

3. Libraries in selected towns (as a rule magisterial seats) to be organized as subordinate centres to serve their own towns and districts.

4. Libraries in the smaller towns and villages, schools, police posts, women's institutes and other similar agencies to be used as "service points" for the distribution of books to readers within their reach.

5. Wherever possible government, municipal, institutional and specialist collections, public and private, to be brought into the national service by means of cataloguing and loan service, in order to secure the fullest value and use of all resources of books in the Union.

6. Representation to be made to the Government to assist in the

development of rural library service by free transportation of books by the South African Railways and the General Post Office.

B. *Special Library Services:*

(a) Library Service for the Blind:

The Conference *recommends* that:

1. Library service for the blind be organized from the South African Library for the Blind at Grahamstown as the Central Library and all books for the blind be housed there.

2. All public libraries act as depots for the receiving of applications for this service and for supplying the blind with information regarding the facilities offered by the South African Library for the Blind at Grahamstown.

3. The South African Library for the Blind be supported by a grant of at least £500 per annum from the Union Government to enable it to undertake or extend the following services:

(a) Transcription of works into Braille or other type in English and Afrikaans and, ultimately, in the principal Bantu languages.

(b) Purchase, cataloguing, housing and service of Braille or other publications for the blind.

(c) Support of a home visitor qualified to teach the Braille or other reading systems and handicrafts.

(d) Additional office staff.

4. The work of the South African Library for the Blind be brought to the attention of the Carnegie Corporation and of any other body or persons likely to give sympathetic consideration to the Library's financial needs, particularly the liquidation of the mortgage bond of £1200 now burdening the Library's funds.

(b) School Services for European Children:

The Conference *recommends* that:

1. School libraries be regarded as an essential part of the educational and national library systems of the country.

2. Secondary or high schools set apart a special room for library purposes where reference books of all kinds should be stocked and where the senior pupils at least would learn to use these books for study purposes; and wherever possible a school librarian be appointed to the school staff.

3. Every school, even the smallest, be supplied with a few reference books for the use of pupils.

4. Reference books be regarded as part of the essential equipment of the school and be supplied by the education departments.

5. Recreational and special study books form part of the reservoir of books in the public library system and be circulated from school to school as required, through the grouping of the schools in each area around the public library in the nearest central town.

6. Farm schools draw their supplies of recreational and study books from the nearest town library through the service station.

7. The school library grants now made by provincial administrations be paid direct to the funds of the library secondary centres.

8. Schools be used as one of the circulating centres for the public library system where there are no village libraries.

(c) General Library Services for Non-Europeans:

The Conference *recommends* that:

1. The services be organized and financed as part of the general library service of the Union, and be free.

2. Wherever desirable the central library system distribute books for use by non-Europeans through its local centres.

3. Such local centres be responsible for supplying these books to those special agencies (e. g., schools, churches, social centres) that undertake to provide reading facilities for non-Europeans.

4. In rural areas non-European schools serve as library centres, being supplied with boxes of books by the local library centre of the central library system; the books so supplied to include books in the chief vernacular of the district.

5. School inspectors be asked to assist in organizing and supervising the rural library facilities.

6. One or more field officers be appointed as soon as possible to develop these non-European services.

(d) School Library Services for Non-European Children:

The Conference *recommends* that:

1. Provision be made for school library services for non-European children.

2. These services be organized by the central library system as in the case of European children, but the books be kept separate from those supplied to European children.

3. Schools have an essential minimum supply of reference books supplied by the education departments as equipment.

4. The Provinces make grants to the funds of the library secondary centres for these services as in the case of the European services.

II. Formation of a Library Association

The Conference supports the proposal that an organization be set up having as its objects the development of library facilities in the Union and the promotion of professional training for library service, and it adopts the following *recommendations:*

1. That a South African Library Association be formed on the lines of the Library Association of the United Kingdom.

2. That a Committee be appointed consisting of:

Mr. A. C. G. Lloyd, Chairman
Mr. M. M. Stirling, Secretary
Miss M. Eitzen
Mr. F. H. Rooke
Mr. F. W. Cooper
Dr. C. T. Loram
Mr. S. B. Asher
Dr. G. W. Eybers
Prof. F. Postma

3. That it be a *recommendation* to this Committee:

(a) That membership of the Association be extended as far as possible to all those interested in the library movement, including also institutional members.

(b) That the Association meet in annual conference.

(c) That the Committee consider the division of the Association into regional sections.

(d) That the Association undertake the publication of a journal.

4. That the Committee enroll provisional members and convene the first meeting of the Association.

5. That the Library Association, when formed, endeavor immediately to arrange with the Carnegie Corporation for a course of study overseas for representatives from the libraries of South Africa.

III. Professional Training for Library Service

The Conference urges the Library Association (about to be formed) to take early steps to provide for the professional training of librarians in South Africa and *recommends* to the Association that the following suggestions be adopted:

1. That the matriculation examination or its equivalent be the necessary qualification for entering library service as a professional assistant.

2. That members of existing staffs who have completed their 25th year of age at the date of the coming into force of these resolutions, be exempt from Resolution 1. For others, a period of four years be allowed during which those who have not the qualification named in Resolution 1 be permitted to qualify by passing either the matriculation examination or its equivalent, or some test satisfactory to the South African Library Association when it is formed.

3. That for the present the rules and examinations of the British Library Association be followed subject to modification in detail to suit South African conditions, and that the South African Association arrange for the conduct of library examinations in South Africa.

4. That all who, at a date to be fixed, are in charge of libraries specified by the South African Library Association, be deemed to be fully qualified librarians without further examination.

5. That the possession of a university degree or of a certificate showing completion of one or more years' work in a university be taken into account proportionately in fixing salary scales.

6. That on gaining the certificate of the British Library Association, or a certificate of equivalent standard, the holder be entitled to a bonus, and that promotion from grade to grade, as vacancies occur, be contingent on the possession of such certificates; provided that the claims of those exempted under Resolution 2 receive due consideration.

IV. University Library Organization

The Conference is of opinion that:

1. It is desirable that existing libraries in universities, university colleges and museums form part of the general national library scheme.

2. That a census of the books and periodicals be taken and that the question of cataloguing and of printing the catalogue be raised by Principal Raikes.

3. That the central library should keep in view the special needs of university extension work.

4. That in the interests of education there should be a music and fine arts section in the central library.

5. That the parliamentary library should be asked to admit bona-fide students to the use of its collections.

V. Finance

A. Initial cost

Central and Secondary Libraries:

It is estimated that the initial cost of the stocking of the central and secondary libraries will be approximately £5000.

Recommendation: The Conference recommends that the Carnegie Corporation of New York be asked to contribute this amount.

B. Annual costs

(1) Central and Secondary Libraries:

It is estimated that the annual costs of the central library will be £5000 and of each secondary library £3500. If six of the latter category are established, the combined annual costs of these and the central library would be £26,000. This figure would be the expense involved in carrying out the function of these libraries in supplementing local libraries within the area to be served, that is over and above their present functions as circulating and reference libraries in their own neighbourhoods.

Recommendations: The Conference recommends that of the above-mentioned amount of £26,000 the Carnegie Corporation and the Union Government be asked to contribute one half each for a period of years.

It further recommends that after such period of years the grant of the Carnegie Corporation should decrease annually and the cost to the Union Government should proportionately increase.

(2) Subordinate Distributing and Service Libraries:

At the present time the total annual expenditure on the existing public library service in South Africa is about £90,000. When the proposed national scheme has been developed and is in full working order it is estimated that the total annual costs of the subordinate and service libraries will amount to approximately £120,000. It is thought that this expenditure will be reached in about five or six years.

Recommendation: The Conference recommends:

(a) That where libraries exist in municipal areas the responsible government authority and the local authority be asked to finance these libraries jointly; the duty of rendering the necessary service to the community in the rural area as well as to the inhabitants of the urban area to be imposed upon such libraries.

(b) That where no local authority exists the responsible government authority wholly finance these libraries; special consideration to be given to sparsely populated areas.

(c) That subordinate centres be encouraged to provide additional revenue from other sources, such as private donors, for special local facilities.

(d) That for a period of years the Carnegie Corporation be asked to contribute a proportion of the total cost before-mentioned.

C. Buildings

It is not anticipated that there will be any considerable expense on buildings in the immediate future, inasmuch as all existing library buildings will probably be available for the new scheme and, in addition, schools, police posts, etc., will also be utilized.

D. Existing Libraries

Recommendation: The Conference recommends that while the existing library management boards should be guaranteed the ownership and control of their property and capital assets they should be encouraged in the national interest to transfer their resources to the national library system. This would not prejudice any local arrangement being made for the extra provision of books for subscribers by means of a book club or similar organization.

E. National Library Board

Recommendation: The Conference recommends that a national library board be appointed to regulate and control the national library system.

F. Executive Committee

The Conference resolves: That a committee consisting of Professor R. B. Young, Mr. J. D. Rheinallt Jones, Professor E. A. Walker, Mr. P. Ribbink, Dr. van Rhyn, Professor F. Postma, Dr. P. C. Schoonees, Dr. C. T. Loram, Mr. F. H. Rooke, Mr. A. C. G. Lloyd, Mr. M. G. Nicholson and Mr. M. M. Stirling be appointed to take all such steps as may be necessary to give effect to the conference findings; Dr. Young to be Chairman and Mr. Stirling to be Secretary.

VI. General

The Conference also adopted the following resolutions:

1. That the Conference express its appreciation of the good service rendered by the Germiston Library to the country districts.

2. That the books and manuscripts of those institutions and private collections which come into the national library system should be catalogued on a uniform basis.

3. That a bibliography of South African literature should be compiled.

4. That should the responsible authorities decide in favour of a national library scheme it be a recommendation to the Government to endeavour to secure the services of Messrs. Pitt and Ferguson, or, if both are not available, of one of them for the purpose of organizing and establishing the

scheme in the Union of South Africa, in conjunction with a committee to be appointed by the Government; and that, if neither of them is available, the Government should, in consultation with them and the Carnegie Corporation, secure the services of some other competent and experienced official."

Comment on Conference Findings

The question naturally arises whether this program, assuming willingness on the part of the Carnegie Corporation and of the Government to provide the funds, is feasible and workable. In the first place, there is no existing library (see Section A, paragraph 1) which without great change in its outlook is readily adaptable to the uses of a principal center. Especially, it should be emphasized, is the success or failure of the scheme as a whole dependent upon the securing of a thoroughly competent man as director of libraries, who must have considerable power. The two possible places for the national library are Cape Town and Pretoria. The former is infinitely richer in book stocks, but it is far away from the population center of the Union; and, as has already been noted, can best use its library resources to meet local requirements. In the larger organization its influences might extend well over the southern end of the country. Pretoria, by reason of its being the seat of the administrative officers of the Union, and because of its greater accessibility to a larger part of the population, is the more logical location for the national library. These questions are of a local nature, and must be decided by the Government and people concerned. A reasonable solution, however, means less expense and greater efficiency. The present State Library, while it has some useful material, would have to be made over entirely. It might continue its local service—practically, now, its only function—but it ought, if it is selected for the larger purpose, draw unto itself the scattered elements of a state library which are at present found in the Union Buildings: namely, the Agricultural Library, and as a larger division thereof the present Department of Archives. The latter is of great historic importance and can best function, without duplication of books, by becoming a part of the national library. (For example, the Library of Congress and the Connecticut State Library.)

Before passing on from the subject of the central library I want to make it as plain and as emphatic as I can that here is the key to the whole situation. Growth may be slow; it may be impossible to secure immediately the funds needed to put the whole scheme into operation. If, however, a national library be created on liberal and modern principles, and if a competent experienced man of vision be placed at its head, the development will be logical and sure. Without the influence of a good central library, money put into the work does not promise a fair return on the investment.

The findings recommend the selection of six secondary centers. These would naturally be the provincial capitals and such other larger cities as would best be

able to distribute books widely and economically. They need not all begin to function at once; in fact, they could probably come in one by one, as the strength and influence of the first essential, the national library, developed. In practically all respects these secondary centers would be to the territory served what the county headquarters libraries are in California. The rest of the organization would grow according to the methods now in use in countries where the principle of operation is not from town or city as a unit, but from a wider area in order to bring books to everybody.

Library for Blind

This library is already established at Grahamstown and has acquired considerable property. It should logically be a division of the national library at the national capital, or center. At present it receives less than 10 per cent of its income from governmental sources, whereas it should receive practically all. Since it has considerable property, since it is alone in the field as the supply center for embossed books, and since better than any other part of a national scheme it can operate at a distance from the national center, it should be encouraged. It was for the above reasons, as well as because of the nature of the service being done, that I joined in the recommendation of a grant of £1200.

School Service for European Children

Little need be said about this branch of the work. Its practicability as a part of a popular library system has already been demonstrated over a period of twenty years, in one of the American states. It can easily be made to follow as a national development if the system as a whole is organized with even fair judgment. I would not advocate that the schools themselves try to furnish this service. Librarianship is a special job not to be delegated to teachers whose hands are already full, and who have not had the training necessary to enable them to do the work well.

Service for Non-Europeans and Non-European School Children

This part of the plan, while it seems to raise great fears in the breasts of some South Africans, need in no way complicate the situation. Nor should its operation, in even balanced justice to persons of European and of non-European descent, give offense to either party. Through a special department the non-European, whether he be a child or an adult, should be given service equal in quality to that given anyone else. There are enough persons in South Africa interested in the welfare of these people rising toward civilization to supply highly competent heads of library divisions to meet the special requirements of the natives and the Indians.

Library Association and Library Training

These two topics may for the moment be grouped. The association is practically assured, and in itself might be considered as full justification for the visit made by the Carnegie representatives. As has been implied already, library service has suffered greatly in South Africa because of the lack of opportunity for librarians to get together. With the birth of the association will come the holding of annual meetings with their all-year-round stimulating influence. It would be desirable if this body could have an important part in the selection of those librarians who, from time to time, may possibly be aided by the Carnegie Corporation to visit and study in America and Europe.

Earlier in this report something was said about training. It should be emphasized that while leaders may come from overseas, and while selected individuals may seek overseas library schools, South Africa herself must train the large body of assistants and aids. No university in the country is at present properly equipped with books and library staff to undertake this kind of instruction to the best advantage. There is no reason, however, why at a very early date short courses during summer schools might not be offered. And one of the colleges favorably situated should be encouraged to prepare a program leading to a library school suited to the needs of the country.

University Libraries

The findings contain a most hopeful sign for the future of the college libraries. Strange as it may appear, this part of university equipment has been all but overlooked. Some of the professors are evidently becoming aroused to the position of comparative inferiority inflicted upon South African colleges through the lack of books properly organized for scholastic use. The growth in library equipment will necessarily be slow. It is of the utmost importance that each of the larger schools be induced to employ a competent librarian, in order that whatever growth does take place may be properly directed.

It is conceivable that with the large number of universities and colleges to be fed from the public treasury it will be a long time before funds may be found to build up satisfactory collections. Should some fairy godfather in the person of a South African lord of diamonds or gold be found for each of the several schools, his fame might be sent down in most honorable fashion to posterity by his endowing the library. Until that day comes it would be wise for the college authorities to come to an understanding as to fields of knowledge to be covered in book purchases, and to arrange for a reasonable system of interlibrary lending, in order that the ground may be adequately covered and also that full use may be made of public property.

Finances

My opinion is that the amount of money asked for is a beginning minimum. When once the work is started, it will grow beyond the expectations of those in

conference at Bloemfontein. I am not at all certain, however, that the funds should be spent in just the way indicated. Rather I should strongly recommend some considerable latitude on the part of the national director of libraries and the governing board. The crux of the whole matter is this: South Africa has no legal library plan, support is uncertain and largely from private sources, principles of operation are not generally known and accepted. A satisfactory system must rest upon statutory enactment. The about-to-be-born association promises to promote such a law. If, however, the Carnegie Corporation and the Government should come to an agreement upon the question of assistance in starting the work, it would be highly desirable for a director, or an organizing director, of libraries, to be on the ground and assist in framing the acts in question. Whether the funds of the Corporation and of the Union are to be wasted, or whether they are to become golden seeds which shall produce nourishing crops year after year, will depend very largely upon these first principles of library culture.

Preliminary Grants

At the close of the Bloemfontein Conference it was apparent to anyone capable of looking squarely at the facts in the case that many months must unfortunately elapse before the large scheme for library service could be put into practice. Meanwhile there were certain projects which presented opportunity for assistance, and which might be undertaken without delay and without detriment to the business as a whole. To be sure, had it been possible to start the work in an entirely logical way these smaller cogs would then have meshed quite naturally. Since the delay must come, it was better to give encouragement and to show good faith by not waiting. Hence *recommendations* are submitted for the preliminary grants* for the following purposes:

1. To the South African Library for the Blind at Grahamstown, £1200. Our attention was called to a mortgage which is handicapping this institution. The grant will mean that its property immediately becomes income producing, and the blind of South Africa will materially benefit.
2. To the University of the Witwatersrand at Johannesburg, £5000 for a medical library. As has already been mentioned, this college is without a library. It is attempting to teach the medical sciences, to turn out physicians capable of ministering to the bodily ills of the people of the commonwealth, without having access to the literature of a subject of multifarious complexities ever changing. Not only is a question of culture involved, but also the very lives of the citizens. An emergency clearly presents itself. The £5000 will make a beginning towards a working medical library; and the grant is conditioned upon the University's being willing to secure a

* Grants voted by Carnegie Corporation December 12, 1928.

qualified librarian to be in charge not alone of this special collection but also of the University library as a whole.

3–4. To be used in school library demonstrations in the provinces of Natal and the Orange Free State, £500 each. No trial has yet been made in Africa of the value of books to children in the schools. Elsewhere the worth of a dollar thus spent has been clearly demonstrated. This project can only be carried forward with hope of success through close cooperation with the school authorities, and selection of the ground on which it is to be tried can best be determined by negotiations of the Corporation representative with the several cities wherein interest is shown in such a scheme. It is true that better chances of success would be assured if the national system were in operation, and the director thereof could play a professional part in the—so far as South Africa is concerned—experiment. But again time would be lost in waiting for that "consummation devoutly to be wished"; and meanwhile children are growing up.

5. To be used in providing school libraries for the colored children of the Cape, £1000. These people, having been in contact with the European for a longer period than have most of the natives, are presumably better able to make use of books. At least an effort may well be made to prove their capacity for such educational adjuncts, and the school is the best place to begin.

6. To the Indians of Durban for like purposes as in the above paragraph; and for reasons that are comparable, £500.

7. To provide circulating libraries for the natives in and around Johannesburg, £1000. These people are unlettered; but there is evidence of an awakening in their cultural being. The library has never before had opportunity to bring its lifting power to bear in the gropings toward the light of so primitive a people. The experiment should well be worth making.

8. To provide circulating libraries for the natives with Bloemfontein as a center, £500. The reasons are stated in the foregoing paragraph.

9. To native press at Lovedale, £2000. The proper location of a native press would seem to be either at the Dutch Reformed Mission, Morgenster, Southern Rhodesia, or at Lovedale, Cape Province, South Africa. Both institutions are missions. Both have been doing printing for many years. Mrs. Louw, the wife of the head of the Dutch Reformed Mission, is a very distinguished scholar of the Bantu languages. Morgenster is far removed from the sources of printing supply, while Lovedale is rather conveniently situated in that respect. The matter of location would not be an insurmountable handicap were other conditions equal. At Morgenster the printing building is a very poor hut with mud floors. Its equipment is negligible

and entirely obsolete. It would consequently be necessary to build up the plant from the very foundations. But what is more decidedly against subsidizing this press is that it has only four or five native printers working under the direction of a man who has had no practical printing experience. From the standpoint of printing efficiency, as proven by its output, Morgenster can scarcely be credited with having a press; but surely much credit is due all concerned for their ability to produce anything in the shape of a printed page.

At Lovedale the situation is much more favorable. The press there has been in operation much longer, it is much larger, of better quality, and not altogether inadequately housed. It turns out a large quantity of work of passing merit. It is engaged regularly in the printing of books in the several native languages, and has done several jobs for Morgenster. But, above all, the Lovedale press is under the direction of a European printer of many years' experience. It seemed much better, therefore, to recommend a grant to this institution, which on purely practical lines seems more readily able to return a larger "dividend" on the investment.

10. To provide a native teachers' library in Rhodesia, £500. Here again is a chance to help the native, and at the same time determine his capacity for the use of books. The Department of Education for Natives at Salisbury has the confidence of its people, and has faith in them. No one can say what far reaching results may come of this initial effort.

Attached to all of these ten items were certain conditions as to governmental participation and continuance of the work begun which need not here be expanded. It is clear, however, that unless a thing is worth carrying forward, provided the original theories are sound, it is not advisable for such an organization as the Carnegie Corporation of New York to invest anything in it. Consequently, Government must step in sooner or later; and understanding to that effect in the beginning is essential.

Germiston and Johannesburg

The Conference mentioned with becoming warmth the contribution of the Germiston Library to the country districts. Such recognition was fully justified. No one can view the activities of this little town with anything but admiration—except it be with regret. The admiration comes, of course, from the giant-like effort of a small library in undertaking a service far beyond its borders: the regret, that it should be necessary for a town to undertake a job which should be handled by province, or Union. Here again the work being done is the shadow of a man. However, Germiston should be relieved of the responsibility of attempting so great a program; she should devote her energies to the services of her own people, and, under proper arrangements, a county-like slice of the surrounding country.

One cannot, somehow, mention Germiston without having her big neighbor, Johannesburg, come to mind. This latter city, the largest "south of Cairo," has taken a few advanced steps in library development: the Public Library is free to the public, that is, of course, to the European public, but it is still operated under handicaps which restrict its usefulness. Could the cash deposit system for home loans be simplified, or better still abolished, more books would go out to a larger percentage of the people. That, however, is not the matter I would stress. Johannesburg is a city strung along the Reef; it has well built up residential sections miles away from the down town center. It has no branches, no deposit stations in any of these districts. The local sentiment seems to be to secure a great central library building before any effort is expended toward caring for these suburban areas. I must express my own belief that Johannesburg would profit immensely by the establishment of several branch libraries through which books might be brought to adult residents, and especially to the children in school and out. I would advise Johannesburg to observe Germiston.

SOUTHERN RHODESIA

Southern Rhodesia has about 150,000 square miles, with a white population of 45,000 and at least 1,000,000 natives. Its principal towns are Salisbury, the capital, and Bulawayo. The white population of the two places is respectively about 6000 and 8000. The capital, however, seems to be somewhat more ambitious, if one may judge by the fact that it has a sewer system. Neither town has a library of more than ordinary merit, but of the two that in Bulawayo is the better. The books in each number, roundly, 15,000 volumes. Both have their own buildings, saddled, I believe, with mortgages; that in Bulawayo is in poor condition. In addition to providing quarters for the library, it also houses the librarian and his family, and lets certain space on the ground floor for commercial purposes. The building in Salisbury, bearing the name of the Queen Victoria Memorial Library, is too small to serve this growing section, and is not wholly devoted to library purposes. Its top floor is occupied by the decidedly interesting Museum. There are also libraries at Gwelo, Umtali, Gatooma and Enkeldoorn with book collections ranging from 2000 to 6000. All of these institutions are of the subscription type, and open, of course, to white people only. The government grants in aid of the so-called public libraries amount to about £1600 annually; and in addition the government spends several hundred pounds for books for several state offices and departments. The total cost of the public libraries is placed at about £4000 a year.

The great handicap here, as in the Union of South Africa, is that the libraries, operated on the subscription plan, serve such a small percentage of the population at a per capita cost which is too high. There is here also a reluctance to make the supplying of books to the people a public function and a public charge, because of the native problem. Since, however, the natives pay taxes, and since the government does make grants to libraries, it can scarcely be considered just to refuse book service to these people through properly organized channels. No one would reasonably advocate one library for all in a country where prejudice is so firmly grounded and when the numbers of the two races are so disproportionate. There can be no question, however, of the necessity of insisting upon the organization of a modern free library system, publicly supported, if outside funds are to be poured into this service with fair expectation of lasting beneficial results.

Mr. Niven has made certain recommendations in regard to a library service to the schools. In the light of broader experience in such matters I would be loath to accept his views as thus expressed. It will little benefit the school children to furnish them a limited book supply in class room, and ultimately to turn them out to a public service so inadequate and so restricted. It is far better to make the school work a division of the larger system of book supply for everybody, more effective in results obtained, in bringing youth into the adult library stream, and decidedly more economical.

And, as to the natives, who must sooner or later be considered, their very suc-

cessful higher school at Domboshawa and their many primary schools scattered over the country—all under the direction of an alert Provincial Department of Native Education—offer the ready means of contact with this large element of the population. The educational authorities could be expected to work very harmoniously with a division of the national library system having this service in charge. It is not at all within reason to believe that the natives, numerous as they are, would soon require books in quantity equal to the contribution which they as tax payers would make in the support of a free library system.

Rhodesia, like its southern neighbor, has no legal foundation upon which to erect a library structure. That work must be undertaken. Since the subscription libraries are so few in number, since the country in all respects is newer and therefore not so accustomed to its own way, and since, above all, the population is small and might therefore the more readily be expected to come into agreement, the difficulties to be faced are not disturbing. There is no doubt that the center of the system should be at Salisbury—and not at Bulawayo. Whether the Queen Victoria Memorial Library could be converted into a larger use is a question dependent upon local sentiment; it well might be. But there is no doubt that the several elements of a national library should be consolidated into the one institution, from which professional advice and supplementary book service could go out to all the units of the system. In time a satisfactory building will be erected; it would be well if, for the present, the situation might not have to be complicated by consideration of questions involving fairly large sums of money.

If the authorities of Southern Rhodesia are ready to enact a law embracing well-recognized principles of library service in a country of sparse population, if they are willing to appropriate funds, on the pound for pound basis in the beginning, and will undertake to continue the service after Corporation funds cease, I would *recommend* that the Corporation make a series of grants gradually diminishing in size over a five year period, with the understanding that, as the grants diminish, the provincial support must increase, at least by an equal amount.

Interest in libraries in Southern Rhodesia is keen, if one may judge by the attitude of the persons met in that province. To be sure there is always an attraction in the thought of being able to get hold of outside money, which may be had for the asking. The committeemen, the provincial officials and especially the Colonial Secretary and the Premier gave every indication of wholesome interest. I therefore feel very hopeful for library progress in this province.

NORTHERN RHODESIA

Northern Rhodesia is almost twice the size, geographically, of its southern neighbor, with about ten per cent of its white, and a nearly equal native, population. It is, of course, a primitive country. Its largest library, in Livingstone, would be negligible in a land organized for book service to the people. In a meeting with the Colonial Secretary and the Livingstone Library Committee, the needs of the children, especially, were emphasized. All in all, however, I should be inclined to delay consideration of matters in this colony until it is determined whether anything can be done in Southern Rhodesia. In the event of active service being begun in the latter it ought to be a simple and economical thing to provide, for a while at least, for the northern province through the extension of the same channels. It is economically unsound to build up an independent system for such a small population if any other means are at hand. The main thing now is to provide books for the few persons scattered throughout this vast area, and to let the future determine what of a permanent nature should be done.

KENYA COLONY

Kenya Colony is one of the most interesting sections of Africa. While it lies on the Equator, it is at a high elevation, or at least that part of it best suited to European habitation; is not uncomfortable from a human creature standpoint; and is producing crops of considerable value, namely, coffee and sisal. Geologically it has a certain fascination, with snow-clad Mt. Kenya under its tropical sun, with one of the world's largest extinct craters in Meningai, and with the highest mountain on the continent, Kilimanjaro, just over its southern border dominating its vast game reserve with an unbelievable display of wild life of all kinds. In area it is almost as large as the state of Texas. Its native population, of most primitive culture, numbering about 3,000,000 persons, is only lightly sprinkled by the 13,000 whites, 27,000 Indians and a few scattering thousands of other races which make up the total of its inhabitants. While the natives are, no doubt, making very appreciable progress toward civilization, it will be many years before they require a considerable amount of library service. The problem, therefore, is how best to bring books to a small number of white persons—and to a somewhat lesser degree to a larger group of Indians—who are scattered very widely over a wide sweep of country.

The letter of April 24, 1928, addressed to the Carnegie Corporation by the Kenya Libraries Scheme Committee is a very fair and intelligent statement of the case. Nairobi alone has a European population which goes beyond the hundreds and it has less than 4000. Even Mombasa, which seems to be destined to become a port of high commercial importance, is still short of 1000 white inhabitants. In order to relieve the feeling of isolation which at times must be gripping, the people have developed clubs and club centers to an unusual degree. It would, therefore, be comparatively easy to serve them through a regular county library scheme. There are some books in the country, but they are largely fiction of the current type, and should not weigh very heavily one way or the other in the organization of a more permanent system. The several committees interviewed expressed ready willingness to do everything required in promoting a better service. There is, of course, no trained librarian in the colony.

Kenya is not in the position of having a more populous neighbor with whom she could cooperate—in that region, she, herself, is the larger sister—so whatever is done must start with this colony as the center. The white people here resident are of high intellectual character. They are engaged in skilled occupations. They ought, therefore, to be able to make excellent use of technical and special books. If circumstances limit them very largely to recreational reading alone, they are in danger of intellectual deterioration. At least it may be boldly asserted that the young people growing up without having what seems to be the ideal privilege, namely, that of college education overseas, will be culturally below the grade of their parents. No library structure of any kind encumbers the ground; this, therefore, seems to be an opportune moment to assist in the development of a

book-distributing system which may be put in the way of growing logically and efficiently.

One other circumstance marks the hour as being propitious: Lady McMillan has recently given to the city of Nairobi a library building as a memorial to her husband. It will carry an endowment fund which is to be used, I believe, in keeping up a reference collection. The donor is anxious that her gift should be of as wide use and value as possible to the people of the capital and of the colony, wherein she and her husband have long been prominent and public-spirited pioneers. She accordingly is highly pleased at the suggestion that her library, ground for which is already broken, should become the center of the Kenya Colony Library system. This generous gift would enable work to begin under excellent conditions, and solves the problem of the only building which need for some time to be considered as an essential feature of the scheme.

If we worked on the basis of the American Library Association minimum standard of a dollar per capita for library support, the Kenya European population should be content with about $13,000. Since, however, it will be necessary for them to have a foundational book collection considerably larger than if they were enjoying interlibrary loan privileges with a great system, and since service in a way not herein indicated should in all reason be given to the Indians and others through proper channels, the fund required must be bigger than the American standard referred to. Therefore, on condition that Kenya Colony adopt a library plan which would embrace the principles now fairly well established, agree to secure the services of a competent librarian as director of the system, and also undertake to continue the service, I would *recommend* that the Coporation make a series of grants gradually diminishing in size over a five year period with the understanding that as the grants diminish local support will correspondingly increase.

Postscript

I would be loath to close this report without public acknowledgement of sentiments I have many times expressed in private: my gratitude to the Board of Trustees and the President of the Carnegie Corporation of New York for the opportunity given me and my family to see a distant and fascinating part of this earth, an experience otherwise out of the grasp of a western librarian. It would be almost impossible to name the communities and the individuals of South Africa, the Rhodesias, and Kenya Colony who so conclusively evidenced justification of the earnest belief of Mr. George S. Oettle that "South Africa is the most hospitable country in the world." Only the consciousness that the persons I so warmly regard are aware of my sentiments reconciles me in not throwing discretion to the winds and attempting to name names. My interest in them, their libraries, their prosperity and their happiness abides.

Milton J. Ferguson

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